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**Year-Round Food Assistance to Preschool  
Children in Homeless Shelters  
Year 1 Final Report**

**Child Nutrition Demonstration Evaluations  
Contract Number 53-3198-0-043**

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Submitted to:

**U.S. Department of Agriculture  
Food and Nutrition Service**

by:

**Macro International, Inc.  
8630 Fenton Street  
Silver Spring, MD 20910**

**November 13, 1991**

## Highlights

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The Child Nutrition and WIC Reauthorization Act of 1989 (Public Law 101-147) authorizes the provision of year-round food assistance to homeless preschool children in shelters under the age of 6. In 1990, a demonstration was initiated in Philadelphia to determine the best means to implement such a program. The following points summarize the key findings of the first 9 months of the demonstration.

- The sponsoring organization, Nutritional Development Services, Inc; (NDS) of the Archdiocese of Philadelphia, is an agency with considerable prior experience in Federal food programs. NDS serves as an umbrella sponsor for the Child and Adult Care Food Program; it is a sponsor for the Summer Food Service Program; and it is a School Food Authority in the National School Lunch Program. However, NDS did not have prior experience in working with homeless shelters.
- Four shelters participated in the demonstration: Mercy Hospice, the Acts Christian Transitional Services shelter, the Red Shield Residence, and the Eliza Shirley House. Each shelter is a separate legal entity. Each shelter houses families as well as single women without children. The Acts Christian shelter and the Red Shield Residence are relatively long-term programs where families with substance abuse problems can stay for a period of 6 months to a year. The average length of stay at Mercy Hospice is 3 months. Eliza Shirley House is an overnight-only program for families who are waiting for placement in a longer term shelter.
- Only the Acts Christian Transitional Services shelter had participated in the 1989 Summer Food Service Program. None of the other shelters had prior experience with Federal food programs other than USDA food distribution programs (e.g., the Commodities Assistance for Charitable Institutions Program or commodity assistance stemming from the Hunger Prevention Act of 1988).
- All shelters provided meals to residents prior to the demonstration. The demonstration enhanced the quality of the meals for children under age 6, and freed up resources so that the nutritional value of the meals for older children and adults could be improved. Furthermore, the demonstration provided lunch to eligible children under age 6 whose families were applying for a referral to a homeless shelter. Previously, these children were not served lunch.
- NDS only sponsored two meals per day through the demonstration: breakfast and lunch. It was decided not to provide demonstration meals in the evening and on weekends since at those times it would be difficult to serve different meals to children 6 years of age and older and to the under-6-years-old demonstration-eligible children. At Eliza Shirley House where school-aged children did eat lunch at the shelter, NDS paid \$844.20 to provide the same meals to 6- through 17-year old children as to the demonstration-eligible children.

## Highlights

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- In all, 1,110 children participated in the demonstration between May 1990 and March 1991: 363 infants under 12 months and 747 children ages 12 months and older but younger than age 6. These numbers are based on an unduplicated count by shelter.
- The Average Daily Participation (ADP) for breakfast was 60; the ADP for lunch was 64.
- All shelters reported that more fruits and vegetables were served as a result of the demonstration. Three of the four shelters also began to serve full strength juice instead of other beverages. (The fourth shelter was already serving full strength juice). The increased amount of fruits, vegetables and juice raised the availability and quantity of foods rich in vitamins essential for growth.
- As a result of the demonstration, all children received fresh fluid milk at every lunch and breakfast. Prior to the demonstration, only one of the four shelters provided amounts of milk that were compatible with CACFP meal pattern requirements. Two of the shelters usually served reconstituted powdered milk and sweetened non-dairy beverages. The demonstration enabled these two shelters to serve fresh milk with each meal, and made it possible for a third shelter to increase the amount of milk served to the children. The increase in the availability of milk is important because it is a source of several major nutrients, particularly calcium.
- Shelters reported that they incurred minimal additional expenses for the project. No additional staff were needed. Identified expenses were for copying, and for the purchase of fluid milk for the older children (so that all children in the shelter would be able to drink fluid milk).
- The present structure of the demonstration is a feasible way in which homeless preschool children can be fed year round. The sponsor, Nutritional Development Services of the Archdiocese of Philadelphia, had previous experience with the Food and Nutrition Service (FNS) programs, thus there were no major start-up issues that might be associated with less experienced organizations. However, the sponsor and participating shelters made the following recommendations:
  - Include all children, with no age limit, in the demonstration.
  - Cover dinner, snacks, and weekend meals in the demonstration.
  - Add nutrition education for the parents.

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## **Acknowledgments**

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On behalf of Macro International, I would like to thank the following individuals and organizations for their support and assistance over the course of this project. Susan Batten of the Office of Analysis and Evaluation of FNS served as the Project Officer and provided us with enthusiasm, encouragement and the intellectual persistence to get to the heart of the issues. Susie Coddington and Heather Block, of the Child Nutrition Division, and Sandra Bastone, of the Office of Analysis and Evaluation at FNS, offered technical guidance and expertise.

The evaluation could not have been conducted without the generous cooperation of the Nutritional Development Service of the Archdiocese of Philadelphia. We especially wish to thank Patrick Temple-West for his assistance in helping us understand the demonstration process from the sponsor's perspective, and Marie Williams who patiently answered our many questions on the implementation at the shelter level. We also want to acknowledge the hospitality of the staff at the four participating shelters: Kathi Sudler and Lona Tisdale at Acts Christian Transitional Service; Ted Spaeth and Beverly Andrews at Eliza Shirley House; Gwen Murray and Maryellen Carroll at Mercy Hospice; and Gary Deckert at the Red Shield Residence.

Therese van Houten served as the senior evaluator for the project. She played the lead role in designing the study, visited all of the shelters that participated in the demonstration, analyzed the data, interpreted the findings, and wrote the majority of this report. Therese's strong background in research on homeless issues gave her the capability to adjust the data collection formats to accommodate the realities in which homeless services are delivered, while at the same time retrieve the information key to the study questions. Cynthia Morgan worked with Therese in analyzing the data, developing presentation formats for the findings, and writing the final report. Lisa Longereit provided invaluable assistance in preparing the manuscript for publication.

JoAnn Kuchak  
Vice President  
Macro International

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## Highlights

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## **Agency Foreword**

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This report presents the finding of a demonstration mandated by P.L. 101-147, the "Child Nutrition and WIC Reauthorization Act of 1989" to provide year round food assistance to preschool children in homeless shelters. The report indicates that the participating sponsors and shelters recommend modifying the demonstration to include children of all ages, weekend meals, and nutrition education for parents of participating children. The Food and Nutrition Service appreciates the thoughts of program operators, but we believe further study is necessary before expanding the project. Issues of federal cost, administration, and the scope of this demonstration must also be considered before proceeding. Expansion of the demonstration to new sites in 1991 and 1992 will provide the Agency with the opportunity to further examine the demonstration and make recommendations based on a larger group of shelters.



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## **Chapter I**

### **Study Background**

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## **Chapter I: Study Background**

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### **I. Description and Purpose of Demonstration**

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#### **A. Description**

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Public Law 101-147 authorizes the homeless demonstration program operated by Nutritional Development Services, Inc. (NDS) of the Archdiocese of Philadelphia. The purpose of the demonstration is to determine the best means of providing year-round food assistance to homeless preschool children under the age of 6 in emergency shelters. While homeless school-age children may have access to nutritious meals if they attend school, homeless preschoolers may not be enrolled in programs that participate in any Federal food assistance programs.

Each organization operating a demonstration program may only operate up to five food service sites, and feed not more than 300 children at each site. Children are eligible for free meals at these shelters without submitting an application. The legislation states that children under 6 in shelters can be considered for free meals without applying for the benefit.

Demonstration sites participated in the Summer Food Service Program in the summer of 1990; shelters participated in the demonstration program in May through mid-June and again in the fall and winter months.

Funding for the program began with an initial allocation of \$50,000 in FY 1990. Subsequent years' funds will be approximately \$350,000 for FY 1991 through FY 1994.

#### **B. Length of Demonstration**

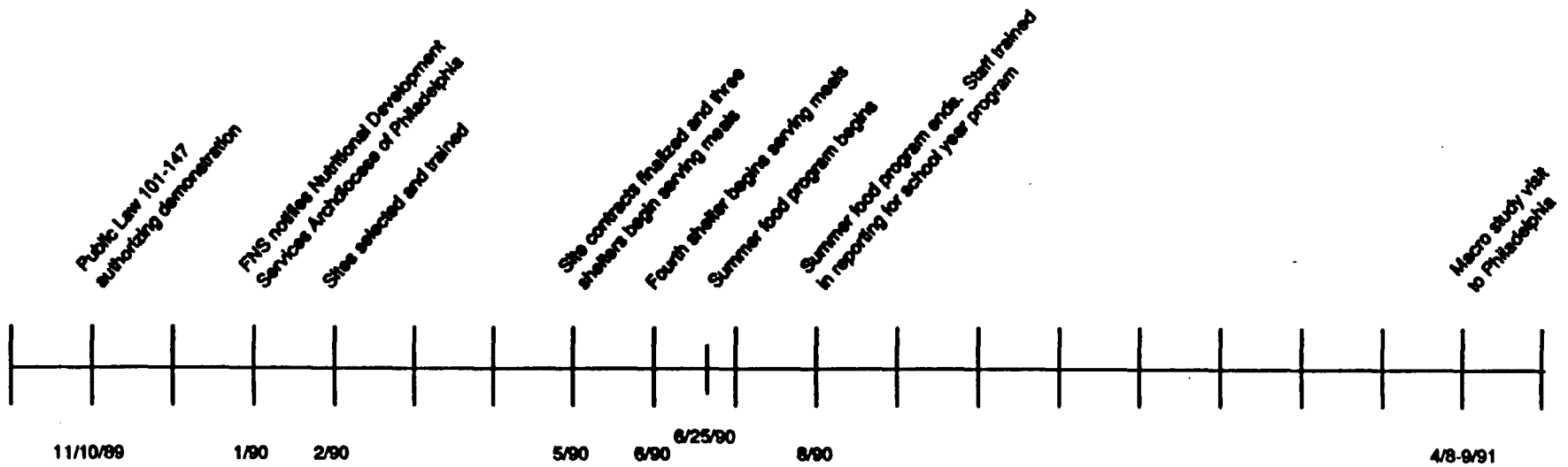
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A time line, illustrating key events for the homeless demonstration, is presented in Exhibit I-1. As shown in this exhibit NDS of the Archdiocese of Philadelphia was notified by FNS that they were a sponsor of the demonstration program in January of 1990. Homeless shelters that were to serve as meal sites for the demonstration were selected by February. The contracts with the sites were finalized in May. At that time the first demonstration meals were served in the shelters. The Summer Food Service Program began in June and ended in August.

Macro International Inc. conducted an on-site assessment of the demonstration on April 8 and 9, 1991. Data collected during this visit covered the first month of program operation (mid-May through mid-June, 1990) and the 7 months starting in September 1990 and ending in March 1991. The site visit did not focus on the 1990 summer food program, which lasted from mid-June through August.

EXHIBIT I-1

P.L. 101-147 HOMELESS DEMONSTRATION TIME LINE



## II. Sponsoring Organization and Shelters

The FNS entered into an agreement with the Archdiocese of Philadelphia, Nutritional Development Services, Inc. (NDS) to serve as an umbrella sponsor for the demonstration. The Archdiocese serves as a Child and Adult Care Food Program (CACFP) umbrella sponsor and is a Summer Food Service Program sponsor. NDS is also a School Food Authority (SFA) in the National School Lunch Program. The demonstration is currently operating in four shelters that house families. Each of the shelters also houses single women without children. The average length of stay for families with children ranges from only one day in an emergency overnight shelter to over a year at one of two shelters targeted to substance abusing families. A brief description, including size and characteristics of the shelter population, of each of the participating shelters is provided below.

**Red Shield Residence.** Operated by the Salvation Army, Red Shield Residence serves primarily recovering addicts and families. Almost all of the families at the shelter are headed by women. Red Shield has 100 beds; a large majority of the beds are reserved for families. Residents of the shelter have an average stay of 6 months.

**Mercy Hospice.** Mercy Hospice was initially developed by Catholic Social Services and the Sisters of Mercy. Today, the shelter serves both single women and families. Thirteen beds are for women without children, generally formerly mentally ill women. Thirty-five beds are for families. The program does not serve men. The average length of stay at Mercy Hospice is 3 months, with a range in length of stay from 2 days to 9 months.

**Acts Christian Transitional Services.** Acts Christian is a relatively large shelter with a total of 175 beds, and is operated under the auspices of the Baptist Church. Seventy beds are for single women; the remainder are devoted to families. Families must have a substance-abusing family member to be eligible for housing at Acts Christian. The average length of stay for families at the shelter is 9 months. Some families may stay longer, in excess of a year.

**Eliza Shirley House.** Under the auspices of the Salvation Army, Eliza Shirley House provides long-term residence to chronically homeless single women without children. The shelter also serves as the city's emergency overnight facility for families. Women and children who are sheltered here stay an average of only one night; they must seek other arrangements for longer-term shelter.

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## **Chapter II**

### **The Children**

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## **Chapter II: The Children**

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### **1. How many homeless preschool children were served as a result of the demonstration?**

According to records kept by NDS, 1,110 children were served during the 9 months of the demonstration from May 1990 through March 1991. Exhibit II-1 provides an overview of the number and ages of eligible children at each shelter. These numbers are based on a monthly unduplicated count of all new children eligible for participation in the demonstration at each of the four sites. Although the count is intended to be unduplicated, it is possible that some children were counted twice. This would occur if (a) a child completed a stay at a given shelter and then returned months later to that same shelter, and was then counted as a "new" eligible child; or (b) a child left one shelter and then became a resident of a different shelter. This is quite likely to have happened for the children at Mercy Hospice who eat meals there while waiting for a referral to a homeless shelter or other housing. It is not likely to have happened at the Red Shield Residence and at the Acts Christian Transitional Services, which are both relatively long-term shelters. It may have occasionally occurred at the Eliza Shirley House, where there is more turnover among the residents.

Based on these numbers, it appears that one-third of the eligible children were infants under 12 months, and two-thirds were children 12 months through 5 years. At the Acts Christian Transitional Services shelter, infants under the age of 12 months did not participate in the demonstration.<sup>1</sup> At the other three shelters, all children under the age of 6 years were eligible to participate. At the Red Shield Residence and at Eliza Shirley House, the proportion of infants to preschoolers was almost the same (a little less than 50 percent were under 12 months and slightly more were older). At Mercy Hospice, on the other hand, only 6 percent of the children in the demonstration were younger than 12 months.

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<sup>1</sup> Acts Christian Transitional Services does not have the kitchen facilities needed to prepare demonstration meals in addition to the meals that it is already cooking for other residents. The shelter was able to participate in the demonstration only because NDS provided unassembled prepared meals for children over the age of 12 months and under age 6. Since it was not possible to order prepared meals for children younger than 12 months, the infants at this shelter did not participate in the demonstration. Provisions were in place that allowed each mother to prepare infant meals using WIC benefits.

**Exhibit II-1**

**Food and Nutrition Service**

**Age Distribution of Children Participating  
In the Demonstration by Shelter<sup>a</sup>  
May 1990 - March 1991**

Age of Children	Age Distribution of Children under Age 6 in Each of the Four Participating Shelters								Age distribution of All Children Participating in the Demonstration	
	Red Shield <sup>b</sup>		Mercy Hospice <sup>c</sup>		Acts Christian <sup>d</sup>		Eliza Shirley			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Infants Under 12 Months	47	46	13	6	0	0	303	43	363	33
12 Months Through 5 Years	56	54	197	94	92	100	402	57	747	67
TOTAL	103	100	210	100	92	100	705	100	1,110	100

<sup>a</sup> These numbers are based on a monthly unduplicated count of all new children eligible for participation in the demonstration at each of the 4 sites. Although the count is intended to be unduplicated, it is possible that some children were counted twice. This would occur if (a) a child completed a stay at a given shelter and then returned months later to that same shelter, and was then counted as a "new" eligible child; or (b) a child left one shelter and then became a resident of a different shelter.

<sup>b</sup> The Red Shield data cover the period from June 1990 through March 1991. The demonstration started in June rather than May at the Red Shield shelter.

<sup>c</sup> Mercy Hospice cannot house children under the age of 4 months.

<sup>d</sup> The Acts Christian Transitional shelter did not serve infants under age 12 months through the demonstration project.

## Chapter II      The Children

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The Average Daily Participation (ADP) for each meal was calculated by dividing the total number of meals served by the number of serving days in the month. The ADP for breakfast was 60; for lunch it was 64. See Exhibit II-2. On the average, 123 different children participated in the demonstration each month. The difference between the ADP and the monthly enrollment data reflects the transient nature of the homeless shelter population.

### Exhibit II-2

#### Food and Nutrition Service

#### Average Daily Participation In the Demonstration Meals by Month

Month	Days per Month	Breakfast: Number of Meals Served	Lunch: Number of Meals Served	ADP for Breakfast <sup>a</sup>	ADP for Lunch <sup>b</sup>
May '90	12	170	263	14	22
June '90	16	761	853	48	54
Sep '90	20	1,559	1,546	78	77
Oct '90	23	1,734	1,942	75	84
Nov '90	22	1,647	1,582	75	72
Dec '90	21	1,317	1,357	63	65
Jan '91	23	1,144	1,332	50	58
Feb '91	20	1,113	1,167	56	58
March 91	21	1,263	1,364	60	65
May to March	178	10,708	11,406	60	64

<sup>a</sup> Number of breakfasts served divided by the number of days.

<sup>b</sup> Number of lunches served divided by the number of days.



### **2.    Who were these children?**

Even though the children were all members of a homeless family, there were differences across shelters:

- All of the children participating in the demonstration at the Red Shield Residence and Acts Christian Transitional Services lived at the shelter with their parents, one of whom was a substance abuser. (Neither shelter provided meals to non-shelter residents.) Although most of the children were at the shelter with their mother, some were there with both parents. On occasion, there were a few who lived with only their father. The average length of stay at these two shelters was relatively long: from 6 to 9 months. At the Acts Christian Transitional Services, some of the mothers came to the shelter without their children, who were placed in foster care. Over time, as the mother recovered from substance abuse, the children might be returned to her at the shelter.
- The children at Mercy Hospice lived at the shelter with their single mothers. Although there was no limit on the length of time that a family might stay at the shelter, the range in 1990 was from a few days to 9 months. The average length of stay was 3 months. The shelter did not accept children under 4 months, nor did it accept families with more than 3 children. Furthermore, the shelter did not house children 8 years or older. The children were therefore part of small families with young children, headed by a single woman. The demonstration project population at Mercy Hospice consisted primarily of these children. On occasion, however, children from other homeless families came in "off the street" for the noon meal.
- Most of the children who ate the demonstration meals at Eliza Shirley House did not live at the shelter. The shelter provided emergency overnight housing to single women and their children. These children ate breakfast at the shelter and then left with their mothers for the day, usually to go to the nearby Philadelphia central intake office for the homeless: the Office of Services to the Homeless and Adults (OSHA). Any family with children that was waiting for services at OSHA was referred to Eliza Shirley for lunch. The children participating in the demonstration lunches, therefore, were children who were applying for OSHA services with their parents (some of them may also have been overnight residents at the shelter).

Since all of these children were members of homeless families, most were eligible for AFDC, WIC, and Food Stamps. Shelter staff did not keep records of how many families were currently receiving these benefits when they first arrived at the shelter. However, with the exception of Eliza Shirley House, which only provided overnight shelter, the shelters encouraged and assisted families in applying for these benefits.

### **3.    Were all children under age 6 participating in the program?**

At Acts Christian Transitional Services, the demonstration population did not include infants younger than 12 months. At the other shelters, all eligible children were included. Note that Mercy Hospice did not house children younger than 4 months.

### **4.    What were the benefits to the children and their families?**

All shelters served meals to residents prior to the demonstration. Although no nutritional analyses were conducted, conversations with the sponsor and shelter staff indicate that the pre-demonstration meals did not always meet nutritional standards. The shelters were unanimous in reporting that the preschool children living in the shelters were now receiving meals that were more balanced, more nutritious, and more frequently included fresh fruit, milk, vegetables and full-strength juices. These foods provide more vitamins and calcium. In addition, shelters report that they decreased the amount of starch and fatty foods served to preschool children.

Furthermore, the children under age 6 who were waiting for services at OSHA now received a warm and nutritious lunch whereas prior to the demonstration they did not receive any meal at all.

Staff reported feeling more secure knowing that they no longer had to worry about whether and how well the children in their shelters would be fed. They also reported that the mothers were very grateful, and were especially pleased that their children now got the milk they needed.

### **5.    What were the disadvantages or negative effects for children and their families?**

No negative effects were identified.

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## **Chapter III**

### **The Sponsor**

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## **Chapter III: The Sponsor**

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### **1. Did the sponsor have experience with USDA programs prior to the demonstration?**

The report language that accompanied the authorizing legislation identified the Archdiocese of Philadelphia as the food program sponsor for the demonstration.

Nutritional Development Services (NDS) of the Archdiocese of Philadelphia, had previous experience with USDA programs. NDS is a School Food Authority working with more than 50 schools to provide lunches, breakfasts, and milk through the National School Lunch Program, School Breakfast Program, and Special Milk Program, respectively. NDS is also an umbrella sponsor for the Child and Adult Care Food Program, providing 35 day care centers with breakfast, lunch, and snacks. In addition, NDS assists with some after-school programs under this program. NDS is a sponsor of the Summer Food Service Program: meals are offered to children in over 300 sites, including homeless shelters.

### **2. What was the sponsor's prior experience or relationship with the participating shelters?**

The sponsor did not have a prior relationship with the participating demonstration shelters. All of the participating shelters are separate legal entities. NDS worked with six shelters in Philadelphia prior to the demonstration through the Summer Food Service Program. In the summer prior to the demonstration, only one of the demonstration shelters, Acts Christian Transitional Services, participated in the Summer Food Service Program.

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## **Chapter IV**

### **The Shelters**

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## **Chapter IV: The Shelters**

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### **1. How were the participating shelters selected? What types of shelters were they?**

NDS identified the following criteria for shelter selection. The shelter had to:

- Be a non-profit organization and be tax exempt, as determined by IRS 501(C)(3) status
- Have a diverse population
- Agree to participate
- Provide evidence of capability to operate such a project

Four shelters were selected. A fifth one was asked to participate but was not able to provide timely proof of non-profit status. NDS also considered a shelter sponsored by a local religious group, but decided that the organization was not well run and would have difficulty adhering to the requirements and paperwork of the demonstration.

Two of the four participating shelters operate under the auspices of the Salvation Army: the Red Shield Residence and the Eliza Shirley House; Acts Christian Transitional Services is a non-profit organization connected to a local Baptist church; and Mercy Hospice is run by Catholic Social Services.

### **2. Were the shelters licensed or regulated by State, city, or county officials? What types of licenses did the shelters have? From what agencies?**

All of the shelters must have a Food Preparation License, and each one had such a license prior to the startup of the demonstration. This license is issued by the City of Philadelphia Department of Licenses and Inspection. The only shelter that experienced a problem obtaining a license was the Eliza Shirley House. Its Food Preparation License is pending because it lacks a commercial dishwasher. The shelter therefore used paper products for the food service.

### **3. What types of training did the participating shelters receive?**

Each shelter received training prior to project startup on the following topics: the purpose and scope of the demonstration, with special emphasis on the nutritional needs of children under age 6; and the policies and procedures for ordering food and planning menus, for determining eligibility, and for completing the required paperwork. All training and monitoring was conducted by the same staff person from NDS. She was also the person who visited the shelters on a regular basis to monitor progress and collect menus and other paperwork. Because of the

differences at each shelter, the training was provided on-site at each shelter to the administrator and to kitchen and dining room staff. Training was first provided in February 1990 at the time of site selection. This was followed by hands-on training during the first one or two days of meal service in mid-May 1990. A third training session was conducted at the end of August to prepare staff for the reporting requirements that would be in effect during the school year.

Additional training was provided on an as-needed basis. For example, training was provided after new staff were hired.

In addition to the training provided by NDS, three shelters stated that shelter staff provided further in-house training: Mercy Hospice provided occasional "booster shots" regarding menu requirements during staff meetings; at the Red Shield Residence, demonstration project training was included in the orientation for new kitchen staff; and at Eliza Shirley, the cooks who were trained by NDS trained new staff.

#### **4. Did the shelters provide meals to residents and/or non-residents prior to the demonstration?**

All shelters provided meals to residents prior to the demonstration. However, Eliza Shirley House provided only breakfast and a sandwich in the evening to families with children; the other three shelters provided three meals a day to all residents. Prior to the demonstration, only Mercy Hospice occasionally provided meals to non-residents, homeless families "off the street," or families referred by OSHA.

#### **5. Did the shelters receive food from other USDA or State/local nutrition assistance programs?**

Shelters benefited from the USDA food distribution programs. They may receive commodities through the Commodities Assistance for Charitable Institutions Program, or through the Hunger Prevention Act of 1988.

The Acts Christian and Red Shield shelters also received food from the Greater Philadelphia Food Bank which acts as a transfer agent for left-over supplies from the food industry, and from a Philadelphia program known as Philabundance that distributes left-overs from small retailers and restaurants.

As a result of the demonstration, the shelters did not reduce dependence on these programs, but rather were able to use these foods more effectively to feed other shelter residents.

### 6. Were shelter residents required to leave during the day?

Only at Eliza Shirley House were families with children required to leave during the day. The facility served as an emergency overnight shelter. On weekdays, residents were required to go to the OSHA office during the day for assignment to a long-term shelter. The other three shelters provided relatively long-term shelter coupled with a range of support services and counseling designed to help terminate the family's homeless status. At these shelters, although residents might leave during the day, they were not required to do so.

### 7. What services were provided on-site to children by the shelter?

Over and above the basic shelter and meal program, additional services targeted to children included: child day care for preschoolers; an after-school program for school-aged children; counseling; and health care.

- **Child care.** All but Eliza Shirley House provided some form of child care for shelter residents. At the Acts Christian shelter, child care was arranged by the residents through a child care cooperative. The Red Shield Residence preschool program was licensed. Mercy Hospice ran a developmental child care program for preschoolers every weekday morning. Although the program was not licensed as a preschool, the workers are approved child care workers. In addition, at Mercy Hospice, child care was provided to children whose mothers came in for counseling or other special programs.
- **After-school program for older children.** School-aged children in two of the shelters had access to an after-school program. At the Red Shield Residence, children attended an after-school program in an adjacent building. The program, which was designed for neighborhood children, was run by the Salvation Army, as was the Red Shield Residence. Children living in the Acts Christian shelter attended the Homework Center in the local elementary school — the Center was run jointly by the shelter and the school in an effort to help youth bond with the school. The shelter also had a homework room for older children.
- **Health care services.** At Mercy Hospice, a nurse visited once a week and was available for all children, including non-resident children who come in for lunch with their families.
- **Counseling for children who were separated from their mothers.** Acts Christian Transitional Services provided counseling to residents' children who were living elsewhere. The children participated in joint counseling sessions before rejoining their mother and moving into the shelter with her.



- **Meals for non-resident, non-demonstration project children.** As mentioned above, Eliza Shirley provided lunch to non-resident children over age 6 who were referred with their families by OSHA (NDS picked up the cost of these meals). Mercy Hospice feeds non-resident homeless children over age 6 who come to the shelter for meals with their parents. The Red Shield Residence does not feed non-resident homeless children on site; however, it operates a mobile feeding van for homeless adults and children.

These services are listed and presented as Exhibit IV-1. The Exhibit also lists the meal programs provided by the shelters to resident and non-resident children.

### **8. What were the benefits of the demonstration to the shelters?**

As stated above the demonstration enhanced the quality of the meals for children under age 6 by providing them with more fruit, vegetables, full-strength fruit juices and fresh milk.

In addition, staff reported that the demonstration project freed up resources so they can now provide better meals with more fresh fruit and vegetables for the older children and the parents. They also stated that the quality of all meals improved since, as a result of the demonstration meal patterns, staff gained a better overall awareness of the importance of good nutrition.

### **9. What were the disadvantages or negative effects as perceived by the shelters?**

Two negative effects were noted. These are discussed below:

- Limiting the demonstration meals to children under 6 years of age tended to split families.

Staff felt that limiting the demonstration meals to children under age 6 split the family at meal times, and implied that children under age 6 were more "important" or "valuable" than the older children. As discussed elsewhere in this report, this was one reason why NDS chose not to offer the demonstration meal at dinner time.

At three of the shelters, most of the older children ate lunch at school. However, this was not the case at Eliza Shirley where the children waiting in line at OSHA included children of all ages. Rather than deny these children a nutritious lunch, NDS provided the same prepared meal for 6 through 17 year old children as for the under-6-year olds and picked up the costs for these meals.<sup>2</sup>

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<sup>2</sup> This arrangement is probably unique to the Philadelphia NDS, and is not likely to be replicated in other sites.

**Exhibit IV-1**

**Food and Nutrition Service**

**Services Provided to Children by  
Participating Demonstration Shelters**

Services provided to children residing in the shelter	Red Shield	Acts Christian	Eliza Shirley	Mercy Hospice
Demonstration meals for infants under 12 months	X		X	X
Demonstration meals for children 12 months through 5 years	X	X	X	X
Meals for children in all age groups not covered by the demonstration meals	X	X	X	X
Summer Food Service meals	X	X	X	X
Licensed child care for pre-school children	X			
Informal child care for preschool children		X		X
After-school program for school-aged children	X	X		
On-site health care				X
<b>To non-resident children</b>				
Counseling for children who are not living with their homeless mothers at the shelter		X		
Summer Food Service meals			X	X
Other meals			X	X
Health care for non-resident children who come in for lunch				X
Child care for non-resident children whose mothers come in for counseling				X

- Fluctuation in numbers of children made it difficult for shelters to determine the number of prepared meals to order.

The two shelters where NDS provided unassembled prepared meals were also the two shelters with the most fluctuating daily attendance:

- During the initial months of operation, the Acts Christian Transitional Services shelter was going through a period of organizational change and there was a fair amount of turnover among residents. This changed in February when the shelter became an official Drug and Alcohol Program. At the time of the interview, in May, the shelter's population had stabilized.
- It remains difficult for Eliza Shirley House to estimate in advance how many families with children will be referred to the shelter for lunch by OSHA. The program has, on occasion, both overestimated and underestimated the number of participants. As a result, NDS has suffered some food loss. NDS is providing training to Eliza Shirley staff to assist with inventory control.

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## **Chapter V**

### **Implementation**

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## **Chapter V: Implementation**

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### **1. How did shelters determine the eligibility of children?**

The procedures for determining the eligibility of the children depended on the child's status--resident or nonresident.

- **Resident children.** The Acts Christian, Red Shield, and Mercy Hospice shelters served meals to children who were residing at the shelter. The children's ages were part of their case record and therefore known to staff. It is interesting to note that at the Acts Christian shelter where infants under 12 months do not participate in the demonstration, parents alerted staff of their child's coming first birthday to make sure that the child would receive the demonstration meal.
- **Nonresident children.** Two programs served nonresident children: Eliza Shirley House and Mercy Hospice. At Eliza Shirley House, the only nonresident children who received meals were those referred by OSHA. When OSHA referred a woman and her children, the woman was given a referral slip with her name and the names and ages of her children. Eliza Shirley accepted the OSHA age determination. At Mercy Hospice, staff asked nonresident parents to tell them the children's ages. No further proof was required.

### **2. Did shelters have any problems with feeding all eligible children?**

The shelters did not report any problems in feeding eligible children. In all participating shelters (with the exception of the Acts Christian Transitional Shelter that did not include infants in the demonstration), all children under age 6 participated in the demonstration. Occasionally a child would be absent because of a medical or other appointment, but this was said to be a rare occurrence. Only at Mercy Hospice were a fair number of children away from the shelter for the noon meal because of enrollment in an off-site child care program.

At Acts Christian and the Red Shield shelters, arrangements were made for another adult to bring the child to the dining room if the parent was ill. If the child was ill, food was brought up to the child's room.

Red Shield staff note that parents occasionally failed to bring their child to breakfast, but that this happened far less often since the demonstration started. Not only were parents made more aware of the importance of breakfast, but because of the daily log sheets, staff were more aware of who was skipping meals.

### **3. Were shelters able to meet reporting and claiming requirements on a timely basis?**

Overall, NDS reported that shelters were able to meet reporting and claiming requirements on a timely basis. However, they also stated that reporting became haphazard over time and that

ongoing monitoring was necessary. At least one shelter tended to submit reports at the very last minute. When this happened the NDS staff person responsible for monitoring the demonstration visited the program and collected the paperwork in person.

#### **4. Was the paperwork burdensome to the shelters?**

Although the shelters found the paperwork difficult at the beginning of the demonstration, each administrator reported that there actually was little paperwork involved with the demonstration. The process followed by the shelters was generally as follows:

- For each demonstration meal, a residential aide or meal supervisor checked off the name of each child who was present. In the case of a nonresident child, the name and age of the child was added to the list.
- Once a week, the daily meal data were given to the administrator.
- The administrator transferred the data to a monthly log.
- Once a month, the administrator submits a report to NDS.

The only point at which this procedure was considered cumbersome was in the dining room, especially for the two shelters that serve lunch to nonresident children. Mercy Hospice overcame this problem by developing a new job description: the "maitre d'" role. The staff person assigned this role checked the children's ages and names.

#### **5. Was the paperwork burdensome to the sponsor?**

NDS did not report difficulties with the paperwork. However, they did describe the process of drawing up a contract with each site as having been "extraordinarily cumbersome," and stated that it delayed the startup of the demonstration from late February 1990, when the sites were first selected and trained, to mid-May when the contracts were finalized and approved. These difficulties resulted in part from the fact that this was the first time that such contracts had been developed for homeless shelters.

There were difficulties in calculating an Average Daily Attendance and an Average Daily Participation for the demonstration meals. This difficulty resulted from the fact that the demonstration sponsor, the Philadelphia NDS, combined the counts of the demonstration meals with the data of the Summer Food Service Program meals. This also made it difficult to obtain separate unduplicated counts for demonstration participants and participants in the Summer Food Service Program. Some of the children staying in the longer term shelters participated in both the Summer Food Service Program and the demonstration program.

### 6.    **How were shelters monitored? Were problems encountered through this monitoring process?**

Each shelter was visited by the NDS monitor every 6 weeks, more frequently if there appeared to be a problem.

The following problems were encountered and corrected as a result of these visits:

- **Not serving milk until the end of the meal.** Staff were not used to serving both milk and juice during the same meal. This was corrected by explaining procedures and nutritional requirements.
- **Inability to project the number of participants.** This continues to be a problem at Eliza Shirley House. As a result, the shelter experienced some problems with inventory control, and NDS is helping the shelter set up a better system. The situation is described by the sponsor as a minor problem; the sponsor does not view it as an obstacle to further continuation of the meal service.
- **Haphazard paperwork.** When inconsistencies were noted, staff were provided with additional training on the importance of reporting the exact number of children and exact number of meals served.
- **Not understanding the nutritional value of the CACFP meal plan.** NDS staff developed a visual aid showing the four food groups in order to help staff understand the nutritional requirements of the children.
- **Being late with the monthly report.** NDS staff have responded to this by collecting the report in person when it is late.

### 7.    **What additional expenses did the shelters incur in implementing the demonstration?**

Overall, the shelters report that they incurred minimal additional costs over and above costs covered by the meal reimbursement. Identified expenses were for such items as copying, and the purchase of milk for older children (so that all children in the shelter would be able to drink milk).

No additional staff were needed in order to implement the demonstration. The shelters were unable to estimate the amount of staff time spent on the preparation and serving of the demonstration meals. These activities were conducted by the same individuals who prepared and served meals for the other residents and who, prior to the demonstration, prepared meals for the preschool children.

Only one shelter, the Eliza Shirley House, had to acquire new kitchen equipment in order to implement the demonstration. This shelter needed a convection oven, which was donated to the shelter by NDS.

**8.    What expenses did the sponsor incur?**

NDS reports that its costs were minimal. It estimated that monthly costs were less than \$200.00. See Exhibit V-1. This estimate does not include start-up and planning costs. Nor does this estimate include the cost of providing the prepared meals to 6- through 15-year old children at Eliza Shirley House (the same meals as those provided through the demonstration to children under age 6), and the cost of reimbursing Eliza Shirley for the cost of bread and lunch meats for parents and for children ages 16 and older.<sup>1</sup>

**Exhibit V-1**

**Monthly Cost Incurred by Sponsor in  
Implementing the Demonstration  
(Estimate Provided by NDS)**

Cost Category	Estimated Monthly Cost
Administration (8 hours per month)	\$ 100.00
Management (3 hours per month)	\$ 50.00
Local travel	\$ 12.00
Telephone	\$ 8.00
Paper/reproduction	\$ 12.00
Total	\$ 182.00

Over the course of the demonstration NDS paid for breakfast and/or lunch for 197 children ages 6 through 12 and 31 children ages 13 through 15. These meals were identical to those provided to the children in the demonstration. In all, 928 meals (554 lunches and 384 breakfasts) were provided by NDS to these children. The cost of the 554 lunches was \$602.75; the cost of the 384 breakfasts was \$241.54. This may not be typical of other sponsors and shelters.

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<sup>1</sup> Prior to the demonstration, Eliza Shirley House had not served lunch to any children. The demonstration made it possible for the shelter to provide a noon meal to families who were waiting for referral to a shelter by the nearby city Office of Services for Homeless and Adults. The demonstration covered the cost of these meals for demonstration-eligible children; NDS covered the cost of meals for older siblings and parents.



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## **Chapter VI**

### **The Demonstration Meals**

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## **Chapter VI: The Demonstration Meals**

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### **1. What meals were served as a part of the demonstration?**

The CACFP meal pattern for breakfast includes a serving of milk, juice or fruit or vegetable, and a serving of bread and/or cereal. Lunch consists of a serving of milk, meat or meat alternate, two or more vegetables/and or fruits, and bread or bread alternate. Servings sizes vary depending on the age of the child. There is a different meal pattern for infants. See Appendix B for copies of both meal patterns.

NDS chose to serve breakfast and lunch for the demonstration. Dinner, and snacks were not selected as demonstration meals. NDS did not have the option of serving weekend meals as part of the demonstration.

### **2. Why were these meals selected?**

These meals were selected as the demonstration meals primarily because the sponsor, as a School Food Authority in the National School Lunch Program, had an ongoing food service system delivering breakfast and lunch to schools and child care centers. Secondly, the age of children who could participate in the demonstration meals was also a reason breakfast and lunch were selected. Staff felt the meal service should be available to all children and certain ages should not be singled out for a "special" meal. This is what would happen if the demonstration covered the evening meal and weekend meals when school-age children would be at the shelter. NDS staff felt that with the demonstration focusing only on children aged 6 and under, it would be difficult to serve different meals to older children.

Older children generally attended school and were not at the shelter during lunch. They were able to obtain a nutritious meal through the school lunch program. Younger children who were not enrolled in school did not have this outside resource, thus a meal at the shelter was often the only way a young child could receive a meal.

### **3. Were shelters able to meet meal pattern requirements?**

There were no problems associated with shelters meeting the meal pattern requirements. The sponsor provided prepared meals to two of the shelters, the Acts Christian Transitional Services and Eliza Shirley House; the other two cooked the meals on site. Menus for these shelters were prepared and submitted to the sponsor on a monthly basis in a timely manner.

### 4.    How did the demonstration affect the meals served by the participating shelters?

Prior to the demonstration, all shelters had been providing meals to residents. The demonstration enhanced the quality of the meals for children under age 6 by increasing the amount of vitamins and calcium. All shelters reported that more fruits and vegetables were served as a result of the demonstration. Three of the four shelters, the exception being Red Shield, began to serve full-strength juices instead of other beverages. Red Shield was already serving full-strength juices. Three shelters also reported that they began to serve foods with less fat, grease, and oil. Two shelters indicated they began to serve milk with each meal while one shelter reported serving more milk (at all meals rather than two meals).

Other changes made to the food service for children participating in the demonstration included the following, by shelter:

- **Red Shield.** Changed the meal portions to be in compliance with demonstration requirements and generally improved the menu. Fruit and meat portions were increased and portions of fatty and starchy foods were decreased.
- **Mercy Hospice.** Stopped serving sugary and salty snacks.
- **Eliza Shirley House.** Began to serve lunch, which was previously not provided, and received prepared meals from NDS that were in compliance with demonstration requirements.
- **Acts Christian Transitional Services.** Began providing prepared meals received from NDS that were in compliance with demonstration requirements and were more nutritious than meals previously provided.

### 5.    Did the older children eat the same meals as the younger children?

The shelters varied in their approaches to feeding children age 6 and older. As stated above, Eliza Shirley House provided the same meal to children ages 6 through 17 as to the younger children. The cost for these meals were picked up by NDS. The Acts Christian Transitional Shelter which, like Eliza Shirley House used prepared food received from NDS for the demonstration children, did not serve these meals to children age 6 and older. At this shelter, older children were served reconstituted nonfat dry milk at breakfast; lunches for these children consisted of a sandwich, soup, fruit, and water. At Mercy Hospice and the Red Shield Residence, demonstration meals were prepared on site. At Mercy Hospice, children aged 6 through 15 at the same meals as the demonstration children; while at Red Shield, children aged 6 through 12 at the same meals as the demonstration children.

With the exception of the Acts Christian Transitional Services shelter where infants did not participate in the demonstration, each shelter provided infants with the CACFP meal pattern. This consisted of iron-fortified infant formula, cereal, and servings of juice and vegetables (depending on the infant's age).

### **6.    Was there a change in meal preparation methods?**

There were two major changes in meal preparation methods associated with the demonstration: (1) two shelters switched from preparing meals to receiving prepared food from the sponsor, which they portioned out on trays; and (2) one shelter, Eliza Shirley House, did not serve lunch prior to the demonstration.

Eliza Shirley House and Acts Christian Transitional Services received prepared food from NDS for children under age 6 participating in the demonstration. Prior to the demonstration, both shelters prepared breakfasts for all residents on site and the Acts Christian shelter prepared lunch on site (Eliza Shirley did not serve lunch to families and children prior to the demonstration). The following procedures are now in place:

- The Acts Christian shelter continues to prepare lunch and breakfast for older children and adults. Breakfast and lunch for children under age 6 are provided by NDS and delivered to the shelter for portioning and serving.
- The same procedure takes place at the Eliza Shirley House for breakfast. However, 6 through 17 year old children receive the lunch provided by NDS. NDS covers the cost of the meals for these older children.

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## **Chapter VII**

### **Replication and Recommendations**

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## **Chapter VII: Replication and Recommendations**

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### **1. Is the demonstration a feasible way to feed preschool children year round?**

The present structure of the demonstration is a feasible way in which homeless preschool children can be fed year round. The sponsor, Nutritional Development Services of the Archdiocese of Philadelphia, had previous experience with FNS programs, thus there were no major start-up issues that may be associated with less experienced organizations. However, the sponsor and participating shelters do recommend minor program changes.

### **2. How would the sponsor and participating shelters change the project to more appropriately feed homeless children?**

Several points were raised by the shelters and sponsor as to ways the program could be changed to more appropriately feed homeless children. The issues included the following:

- **Including all children, with no age limit, in the demonstration.** This issue was raised by all shelters participating in the demonstration. The age limit of 6 and under appeared to be an arbitrary cut-off point to shelter staff. They would have liked the program to cover all children, regardless of age. Also, staff raised concerns that, in some instances, there were multiple children in the family. Only the young children were eligible for the demonstration meals. Staff expressed concern that the older children might feel "left out" or not as important when their younger siblings received a different meal or were accounted for differently.
- **Covering dinner, snacks, and weekend meals in the demonstration.** As with the previous issue, all shelters are unanimous in voicing the suggestion that the demonstration be expanded to include dinner, snacks, and weekend meals. The sponsor did have the option to include dinner and snacks in the demonstration but chose not to. The sponsor chose to test the serving of breakfast and lunch (the meal service with which it has prior experience as a School Food Authority). One shelter indicated the lack of weekend meals is a particular problem as they have more mothers and children from the outside during the weekend than they do during the week. They also felt the meals are important during the weekend because the children do not have access to any school food programs during this time.
- **Adding nutrition education for the parents.** One shelter suggested that parental education needs to be offered with the program. Similarly, a second shelter indicated they thought additional time needs to be spent explaining the meal patterns to shelter residents. Acts Christian Transitional Services, Mercy Hospice, and Red Shield offer some type of nutrition education classes to parents at the shelter. Acts Christian offers weekly nutrition classes to parents. At Mercy Hospice, outside experts, such as individuals from the Department of Health, come in to give presentations to mothers and pregnant women.

The sponsor commented that the demonstration works best in a small shelter with a stable population. This suggestion is based on the difficult time the Eliza Shirley House and sponsor have estimating the number of meals to be served for a given meal. Eliza Shirley functions as an emergency shelter at night and provides lunch to women and children waiting to receive a housing (i.e., shelter) assignment from the City of Philadelphia Office of Services for Homeless and Adults. Because of widely fluctuating numbers of children in attendance and eligible for meals here, there is some meal loss when over-ordering occurs.

A similar problem occurred at the Acts Christian Transitional Services during the early months of operation before the shelter became an official drug and alcohol program. Prior to designation as a special program, the shelter population was not stable and ordering an exact number of meals was difficult.

### **3. Is there anything particular to Philadelphia or the participating sponsor and shelters that may impact replication in other areas?**

The most significant factor associated with the Philadelphia demonstration expected to affect replication in other communities is that the sponsor, NDS, had previous experience with FNS programs and had a food service operation already in place. NDS is a School Food Service Authority and has the ability to prepare and deliver meals; other sponsors may not have this food service experience. NDS is familiar with licensing, training issues, reimbursement, and completing forms for FNS.

Another issue that will impact future demonstrations is the choice of meals offered through shelters. NDS chose to serve breakfast and lunch as part of their demonstration. In doing so they were not confronted with how children under the age of 6 would be targeted and older children "screened out" from receiving the demonstration meals. This will be a major issue at other shelter programs if other meal patterns are selected and implemented. At the one shelter where this was an issue, NDS decided to pay for the cost of providing meals to 6 through 17 year old children who were not eligible for a demonstration meal.

In general, the average number of children participating in the demonstration on a daily basis is relatively small. No more than 64 lunches and 60 breakfasts are served across all shelters on a given day.

Shelters serving larger numbers of families and children may have very different experiences implementing and conducting the demonstration than NDS. The authorizing language in the law states that up to 300 children can be served at a single site (i.e., shelter). The largest shelter in terms of the number of meals served only approximated 10 percent of that number. One would anticipate that programs serving larger numbers of children through a demonstration program will encounter different problems that will not surface in Philadelphia because of the small size of demonstration meals and shelter populations.

Finally, NDS was active in advocating and suggesting a mechanism that would allow children residing in homeless shelters to participate in FNS food programs. Although NDS had not provided food services to many shelters, they had a strong understanding of the issues associated with developing a program to serve this population. Because they understood the regulations and background of the various FNS food programs, they began the demonstration with a much broader knowledge base about the program than other sponsors are likely to have.



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## **Appendix A**

### **Shelter Fact Sheets**

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## MERCY HOSPICE

Mercy Hospice, located in central city Philadelphia, comprises several attractive old townhouses - at the rear of these buildings, a high barbed wire fence provides safety to residents enjoying the quiet of a narrow strip of garden with play equipment for children and benches for adults. The Hospice was initially developed by Catholic Social Services and the Sisters of Mercy, and is currently run under the auspices of Catholic Social Services. It has been in operation for a little over 14 years.

**Description of shelter residents.** Mercy Hospice provides shelter to three different populations: (a) chronically mentally ill formerly homeless single women; (b) other single homeless women; and (c) single women with no more than three children between the ages of 4 months and 8 years. The shelter program is small: in all, there are 13 beds for the single women and a maximum of 35 beds for the mothers and their children.

**Overview of services to families.** Clients participate in a variety of counseling and educational programs. For the children, there is a developmental child care program staffed by approved child care workers, and a nurse who visits twice a week. Many of these services, including the demonstration meals, are also available to non-resident homeless women and women at risk for homelessness.

**Meal services.** Breakfast is provided to all residents between 7 and 8 a.m. Lunch is served at 11:30 a.m. to all residents, and at 12:30 to non-residents. Dinner is served, to residents only, at 5:30 p.m. An evening snack is served at 8:00 p.m. There is no difference between the weekday and weekend schedule for these meals. In addition, children in the child care program get a weekday morning snack provided by the shelter.

**Storage and preparation of infant formula and personal food supplies.** Residents have access to a refrigerator which they share. All personal food must be labelled. Most mothers get food stamps and can buy additional food. Times for heating formula are posted in the dining room. Formula can be heated twice in the morning and twice in the evening. This is the only regular access that residents have to cooking facilities. Any other food preparation by the residents is allowed only as part of a cooking class or as a special project under the supervision of a residential aide.

## ELIZA SHIRLEY HOUSE

Eliza Shirley House is a Salvation Army shelter that receives over 90 percent of its funding from Philadelphia's Office of Services for Homeless and Adults (OSHA). The shelter has been in existence for about two and a half years. It is located in what appears to be a former office building in the business district in central Philadelphia. The main dining room is located in the basement and is readily accessible from the street.

**Description of shelter residents.** Eliza Shirley's main focus is on single women without children. These are the shelter's long-term residents. The shelter also provides emergency housing to women with children who show up in the evening or on weekends when OSHA's intake office is closed. On occasion such overnight shelter is also provided to couples with children or to single men with children. However, the shelter does not house men without children or couples without children. The shelter can house a maximum of 125 individuals; no formal distinction is made between beds for adults and for children. The distribution of beds is based on what's available and what's feasible. Staff say that they have been filled to capacity all year, and that, on an average night, there are 113 adults and 12 children.

**Overview of services to families.** Families are not the primary focus of Eliza Shirley's residence program. However, they are the primary focus at lunch time when Eliza Shirley serves non-resident homeless families who are referred to the program for lunch. Because these families include a considerable number of homeless school children, NDS has agreed to provide the shelter with prepared meals for all children under age 15. The cost of the meals for the children ages 6 to 15 is covered by NDS.

**Meal services.** In the morning, breakfast is served to all residents: between 8:00 a.m. and 9:00 a.m. on weekdays and Saturdays, and between 9:00 a.m. and 10:00 a.m. on Sundays. The single women and the women and children eat breakfast at the same time, but in different sections of the dining room. Lunch is served 6 days a week from noon to 1:00 p.m. There is no lunch served on Sundays. The single women eat in a separate dining room. At both breakfast and dinner, the parents of the children are served the same meals as the single women. Dinner is served to the single women between 3:00 and 4:00 p.m. prior to the arrival of any families. There is no evening meal for the women and children receiving emergency overnight shelter. However, the intake worker gives new residents a sandwich, juice, and milk.

**Storage and preparation of infant formula and personal food supplies.** Parents do not have any official access to a refrigerator to store formula, baby food, or snacks for older children. However, staff are flexible and food can be stored if necessary. Parents never have access to cooking facilities. Staff heat formula or baby food on an as-needed basis.

## **SALVATION ARMY RED SHIELD RESIDENCE**

This large Salvation Army facility has been in existence as a homeless shelter for 16 years. The building was designed as a residential facility. There are about 100 beds and cribs distributed over 41 private rooms. The building is located on a wide thoroughfare near other facilities for the homeless.

**Description of shelter residents.** The target population is composed of single women and families in which at least one member must be either a recovering addict or a victim of domestic violence. Eighty-five to ninety percent of the families are headed by women.

**Overview of services to families.** Families participate in a number of counseling and education programs, some on-site and some through referral to other organizations. The shelter runs a licensed day care center on site; the umbrella organization sponsors an after-school program for neighborhood children, including children in the Red Shield Residence.

**Meal services.** Meals are served only to residents. The only exception is Sunday when the noon meal is also served to senior citizens attending the Salvation Army church service.

Breakfast is served at 7:30 a.m. daily, except on Sundays when it is served at 9:00 a.m. Lunch is served daily at noon, except on Sundays when it is served at 2:00 p.m. Dinner is served at 4:15 p.m.; on Sundays, it is served at 6:30 p.m.

All meals are served in the large first floor dining room, which also serves as a meeting room during the day. However, the daycare children eat lunch in the daycare center. It is the same meal as that served to the other under-6-year olds, and is also covered by the demonstration.

**Storage and preparation of infant formula and personal food supplies.** Parents do not have access to a refrigerator or to cooking facilities. All formula is stored in the kitchen and is heated by the kitchen staff or residential staff. Parents may bring snacks or fast food to the dining room and eat there with their children prior to 9:00 p.m.

## **ACTS CHRISTIAN TRANSITIONAL SERVICES**

The Acts Christian Transitional Services shelter opened in November 1986 in a former parochial school building in Northeast Philadelphia. The shelter is sponsored by the Baptist community and is affiliated with a local Baptist church. Since February 1990, the program is an official Drug and Alcohol Rehabilitation Program.

**Description of shelter residents.** The target population is comprised of families with a substance abusing member—usually the mother, but it can also be the father. The shelter serves families as well as single women, but not single men. This is the largest of the four shelters participating in the demonstration. There are three buildings. Two buildings have a combined total of 70 beds and house only single women; the third building is the family unit and has 105 beds. It usually houses 21 to 35 families. The number of families depends on the size of the family.

**Overview of services to families.** Services are targeted at recovery from substance abuse. During the initial weeks, participants may not leave the shelter, and may not be employed. Eventually, participants are allowed back into the community, and some are referred to other agencies for services. Since many of the single women come to the shelter without their children, the shelter helps the mothers regain custody of their children before they leave. Before this can happen, the mother and the children participate in joint counseling.

**Meal services.** Meals are served in the former auditorium -- a space that is also used for training and other classes. Breakfast is served at 7:45 a.m. daily, lunch at 11:30 a.m., and dinner at 4:30 p.m. on weekdays and Saturdays and at 4:00 p.m. on Sundays. All residents eat at the same time. It is the shelter's philosophy that mealtimes are an important family ritual, and families are expected to eat together as a family unit. At breakfast and lunch, children between the ages of 12 months and 6 years are served a special tray with a prepared meal PURCHASED from NDS.

**Storage and preparation of infant formula and personal food supplies.** Families do not have access to a refrigerator and are expected to buy an ice chest to keep in their room. The program does not include infants in the demonstration. Parents buy formula, baby food, and snacks for themselves and older children and store this in the ice chest. The administrator keeps a supply of formula and strained food in her office for emergencies. Staff will boil water for the residents who need to heat infant formula.

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## **Appendix B**

### **CACFP Meal Pattern**

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## Child and Adult Care Food Program Meal Pattern for Children

	Children 1 and 2 years	Children 3 through 5 years	Children 6 through 12 years
<b>BREAKFAST</b>			
Milk, fluid	1/2 cup	3/4 cup	1 cup
Juice or fruit or vegetable	1/4 cup	1/2 cup	1/2 cup
Bread and/or cereal, enriched or whole grain bread or Cereal: Cold dry or Hot cooked	1/2 slice 1/4 cup <sup>1</sup> 1/4 cup	1/2 slice 1/3 cup <sup>2</sup> 1/4 cup	1 slice 3/4 cup <sup>3</sup> 1/2 cup
<b>MIDMORNING OR MIDAFTERNOON SNACK (supplement)</b>			
(Select 2 of these 4 components)			
Milk, fluid	1/2 cup	1/2 cup	1 cup
Meat or meat alternate <sup>4</sup>	1/2 ounce	1/2 ounce	1 ounce
Juice or fruit or vegetable	1/2 cup	1/2 cup	3/4 cup
Bread and/or cereal, enriched or whole grain bread or Cereal: Cold dry or Hot cooked	1/2 slice 1/4 cup <sup>1</sup> 1/4 cup	1/2 slice 1/3 cup <sup>2</sup> 1/4 cup	1 slice 3/4 cup <sup>3</sup> 1/2 cup
<b>LUNCH OR SUPPER</b>			
Milk, fluid	1/2 cup	3/4 cup	1 cup
Meat or meat alternate Meat, poultry, or fish, cooked (lean meat without bone)	1 ounce	1 1/2 ounces	2 ounces
Cheese	1 ounce	1 1/2 ounces	2 ounces
Egg	1	1	1
Cooked dry beans and peas	1/4 cup	3/8 cup	1/2 cup
Peanut butter or other nut or seed butters	2 tablespoons	3 tablespoons	4 tablespoons
Nuts and/or seeds	1/2 ounce <sup>5</sup>	3/4 ounce <sup>5</sup>	1 ounce <sup>5</sup>
Vegetable and/or fruit (two or more total)	1/4 cup	1/2 cup	3/4 cup
Bread or bread alternate, enriched or whole grain	1/2 slice	1/2 slice	1 slice

<sup>1</sup> 1/4 cup (volume) or 1/3 ounce (weight), whichever is less.

<sup>2</sup> 1/3 cup (volume) or 1/2 ounce (weight), whichever is less.

<sup>3</sup> 3/4 cup (volume) or 1 ounce (weight), whichever is less.

<sup>4</sup> Yogurt may be used as a meat/meat alternate in the snack only. You may serve 4 ounces (weight) or 1/2 cup (volume) of plain, or sweetened and flavored yogurt to fulfill the equivalent of 1 ounce of the meat/meat alternate component. For younger children, 2 ounces (weight) or 1/4 cup (volume) may fulfill the equivalent of 1/2 ounce of the meat/meat alternate requirement.

<sup>5</sup> This portion can meet only one-half of the total serving of the meat/meat alternate requirement for lunch or supper. Nuts or seeds must be combined with another meat/meat alternate to fulfill the requirement. For determining combinations, 1 ounce of nuts or seeds is equal to 1 ounce of cooked lean meat, poultry or fish.

## Child and Adult Care Food Program Meal Pattern for Infants

	Infants Birth through 3 months	Infants 4 through 7 months	Infants 8 through 11 months
<b>BREAKFAST</b>	4-6 fl. oz. formula <sup>1</sup>	4-8 fl. oz. formula <sup>1</sup> or breast milk <sup>5</sup>  0-3 Tbsp. infant cereal <sup>2</sup> (optional)	6-8 fl. oz. formula <sup>1</sup> , breast milk <sup>5</sup> , or whole milk.  2-4 Tbsp. infant cereal <sup>2</sup>  1-4 Tbsp. fruit and/or vegetable.
<b>LUNCH</b>	4-6 fl. oz. formula <sup>1</sup>	4-8 fl. oz. formula <sup>1</sup> or breast milk <sup>5</sup>  0-3 Tbsp. infant cereal <sup>2</sup>  0-3 Tbsp. fruit and/or vegetable (optional)	6-8 fl. oz. formula <sup>1</sup> , breast milk <sup>5</sup> , or whole milk.  2-4 Tbsp. infant cereal <sup>2</sup> and/or 1-4 Tbsp. meat, fish, poultry, egg yolk, or cooked dry beans or peas, or 1/2 to 2 oz. cheese or 1-4 oz. cottage cheese, cheese food or cheese spread.  1-4 Tbsp. fruit and/or vegetable
<b>SUPPLEMENT</b>	4-6 fl. oz. formula <sup>1</sup>	4-6 fl. oz. formula <sup>1</sup>	2-4 fl. oz. formula <sup>1</sup> , breast milk <sup>5</sup> , or whole milk, or fruit juice <sup>3</sup> , 0-1/2 slice bread or 0-2 crackers (optional) <sup>4</sup>

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<sup>1</sup> Shall be iron fortified infant formula

<sup>5</sup> Breast milk, provided by the infant's mother may be served in place of formula from birth through 11 mos. Meals containing only breast milk are not reimbursable. Meals containing breast milk served to infants 4 mos. or older may be claimed when the other meal component(s) is supplied by the child care facility.

<sup>2</sup> Shall be iron-fortified dry infant cereal.

<sup>3</sup> Shall be full-strength fruit juice.

<sup>4</sup> Shall be from whole-grain or enriched meal or flour.